



Santa Fe National Forest



Travel Management Implementation Plan

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Chapter 1: Introduction

1.1 Background and Decision

- The Santa Fe National Forest is one of six national forests in New Mexico. Some of the finest mountain scenery in the Southwest is found in the 1.6 million acre Santa Fe National Forest. Elevations rise from 5,300 to 13,103 feet at the summit of Truchas Peak, located within the Pecos Wilderness. The Forest's Headquarters is located in Santa Fe. The Forest has five Ranger Districts, each with an office - Coyote, Cuba, Jemez, Pecos/Las Vegas, and Española, two satellite offices; one in Los Alamos and one in Las Vegas, and the one Visitor Center located on Jemez Pueblo (Walatowa Visitor Center).

To address concerns about the effects of unmanaged off-highway vehicles, the Forest Service published final travel management regulations for motor vehicle use on national forests and grasslands on November 9, 2005 (70 FR 68264). The Travel Management Rule "... provides for a system of National Forest System roads, National Forest System trails, and areas on National Forest System lands that are designated for motor vehicle use. After these roads, trails, and areas are designated, motor vehicle use, including the class of vehicle and time of year, not in accordance with these designations is prohibited..." (36 CFR 212.50(a)) Every national forest and grassland in the country is expected to provide for a designated system of roads, trails, and areas for motorized use.

- A Draft Environmental Impact Statement for the Motorized Travel Plan (TRAVEL MANAGEMENT PLAN) was published in July 2011, and a Final Environmental Impact Statement and Record of Decision were published in June 2012. These documents form the basis for the new travel management plan. This new plan designates a system of over 2,400 miles of roads and trails for motorized use and prohibits cross-country travel. Decision highlights include the following:
 - Sets seasonal closures for wildlife reasons only. Weather related closures will be done by a "Closure Order" as needed throughout the year.
 - Increases the managed motorized system trails from 27 miles to 208 miles.
 - Adds 138 miles of previously unauthorized trails.
 - Establishes fixed-distance corridors for motorized dispersed camping and motorized big game retrieval at 150 feet from either side of the route.
 - Maintains access for private landowners within Forest boundaries with valid rights-of-access.

1.2 Purpose

The purpose of this document is to identify a strategy and guideline for implementation of the Santa Fe National Forest Travel Management decision. There will also be a suite of tools for Districts to use in their implementation efforts (see Appendices).

1.3 Updating Plan Strategies

This plan is meant to be adaptive in nature to address the dynamic needs of the implementation process. Subsequently, this plan and associated tools will be updated as needed. Recommended changes or additions to the plan received from the public, forest employees, user groups, and the Travel Management Plan Steering Committee will be reviewed by the Forest Leadership Team. An abbreviated

version of the Implementation Plan (without the specificity of an action plan) will be posted on the Forest's webpage: <http://www.fs.usda.gov/main/santafe/>

1.3.1 Steering Committee

The Travel Management Implementation Steering Committee consists of Forest Staff Officers, Forest Program Managers, and two District Rangers.

- The committee's roles are as follows:
 - Oversight of the implementation process
 - Address implementation issues as they arise
 - Share decisions with FLT as they arise
 - Coordinate staff areas to ensure integration and targets
 - Update FLT on implementation
 - Liaison between FLT and forest employees about requests/recommendations
 - Update implementation strategy as needed
 - Update tools and plan as needed.

1.3.2 Implementation Task Force

The Implementation Task Force will be comprised of program managers and District representatives.

- Their roles will be as follows:
 - Develop the implementation plan
 - Provide strategies for the four E's of Travel Management Implementation
 - Create tools for Districts' implementation efforts
- This task force will disassemble after acceptance by FLT of plan and associated toolkit, and the first season of Plan Implementation. This will give Forest employees an opportunity to use the plan and toolkit to begin on-the-ground implementation and bring problem areas to the Implementation Plan Team for review or revision.
- District Rangers will be responsible for actual implementation and monitoring and will need to incorporate Travel Management Implementation in their regular program of work.
- It is recommended that the Forest Supervisor assemble an annual review team, or assign the Steering Committee, to monitor and recommend changes to the Implementation Plan as necessary.

1.3.4. Forest-wide Implementation Efforts to Date

- Implementation to date for Travel Management on the Santa Fe National Forest has involved the following:
 - For the past three years, the Santa Fe National Forest has been signing all roads with route markers. This process is not complete and will continue with only roads on the MVUM being signed.
 - The Santa Fe National Forest developed the Travel Management EIS, which included almost 6 years of extensive public involvement. The Forest worked closely with the public in a collaborative process throughout the development of the Travel Management Plan. The Forest published a signed decision in June 2012, and began the implementation planning process starting in August of 2012.

Chapter 2: Education

2.1 Objectives of the Plan/Goal of the Plan

- Forest visitors understand appropriate motorized use on the forest.

- Forest visitors know how to get information on open routes.
- Forest visitors know how to report violations.
- The public is educated about why motorized uses need to be limited to the designated system (resource considerations).
- Media provide accurate information about appropriate forest uses, i.e. motorized uses.
- Forest employees, other agencies, other law enforcement entities, etc. know how to approach the public and are versed in key messages for helping people use the forest appropriately.
- User groups (e.g., ATV clubs) and advocacy groups understand the forest's strategies for implementing the travel management plan decision.
- Promote ownership by user groups into the Travel Management decision.

2.2 Audiences

- *Government-*
 - Tribal- Jemez, Tesuque, Nambe, Santa Clara, San Ildefonso, Zia, Kewa, Okayowingue, Pojoaque, San Felipe, Navajo, Santa Ana, Sandia, Isleta
 - Local- counties, cities, and other local governments
 - State- State parks, state police, New Mexico Game and Fish, Chamber of Commerce, Department of Tourism
 - Federal- National Park Service, BLM, Valles Caldera, Fish and Wildlife Service, BIA, USACE, BOR, National Guard and Military, DOE Employees- frontliners, SO, District, Regional Office, other adjacent Forests
- *Public-* Forest visitors, local communities, tourists, home-owners, forest advocates
- *Special Interest/User Groups-* user groups (e.g. motorized clubs, hikers, mountain bikers, equestrians, outfitter and guides, environmental groups, birders, botanists, wildlife watchers, climbing groups), organizations, community groups, volunteers
- *Media-* radio, newspaper, television, magazines, social media, PSAs etc., websites and internet
- *Schools and youth-* (e.g. scouts, campers)

2.3 Key Messages

- Adverse impacts to natural resources are being reduced by limiting motorized travel to designated routes
- A free map of designated routes is available at Forest Service offices, on the forest Website, and at several other locations (such as businesses and visitor centers) to be determined, along with other tools (e.g. GPS data, electronic data and applications)
- The Motorized Vehicle Use Map (MVUM) will be reviewed, and updated as appropriate, annually
- Responsible motorized travel includes:
 - Traveling with motorized vehicles only on designated routes and in appropriate designated corridors
 - Within the corridors, using existing routes or the most direct route to the campsite or downed game
 - Obeying all State and Federal laws, rules, and regulations pertaining to motor vehicle use (registration, helmets, etc.)
 - Avoiding travel on routes when they are wet/muddy to prevent road/trail damage.
 - Not harassing wildlife
 - Respecting other forest visitor's experiences.
 - Respecting private and tribal lands

- Sharing the road/trail (and other Tread Lightly messaging)
- Traveling off designated routes is subject to citation
- The Forest Service manages a variety of multiple-uses and must protect opportunities for all users
- If you see violations, know the steps in reporting
- Dispersed camping and big game retrieval using vehicles is allowed within 150 feet of designated routes within designated dispersed camping corridors. Dispersed camping without a vehicle is allowed anywhere on the Forest unless closed with a closure order
- Requirements for firewood gathering are outlined in the firewood gathering permit
- Permit holders (such as livestock permittees or private landowners) may be allowed exceptions through the permitting process
- Limited administrative use is permitted by Forest employees and others exempt (refer to 36CFR 261.13)
- Users need to —“Protect their Privilege”

2.4 Education Focus Topics

Education efforts will focus in the following areas:

- Developing and implementing education programs for the general public and forest employees;
- Developing interpretive strategies for information needs and materials, interpretive media, signs, sign coordination, and kiosk standards;
- Working with the news media to inform the public about the Travel Management decision and promoting stewardship by the public.

2.4.1 Education Action Plan/Interpretive Strategies

The Santa Fe Action Plan (Appendix A) will accomplish the following:

- Interpretation of new rules to the general public;
 - Training and education for user groups and Forest Service employees;
 - Media strategies, event planning, interpretive materials planning and distribution;
 - Provide updates to Forest key contacts;
 - Sign plan, interpretive materials, etc.
- Long term strategies include the following:
 - Work with school districts to incorporate Motorized Travel Curriculum into K-12 instruction. Try to tie into standards for educators.
 - Meet with Key Audiences yearly to remind them about proper use and how they can help.
 - Continue yearly employee training on Motorized Travel, emphasizing how every employee has a responsibility to help educate and enforce.
 - Share evaluation results with employees forest-wide and with the public.

2.4.2 Informational Signing

Signs explaining the Travel Management Plan will be installed at key staging areas- primary, secondary, and tertiary locations. A forest-wide sign plan with maps of locations, interpretive messages, and kiosk standards is available in the Appendices. Districts will need to do an on-the-ground survey and make corrections based on numbers from the map, as well as removal of signs from roads that are not open. Districts will be encouraged to apply for grants seeking funding to help with implementation.

2.4.2.1 Trailhead Signing

A standard informational trailhead sign plan will be developed (see Appendices).

2.4.2.2 Roadside Informational Site Signing

Many roadside informational sites, such as interpretive sites and travel/camping information kiosks, currently exist on the forest. Roadside informational sites can provide a means for additional Travel Management information. Implementation efforts may include expanding the available parking, constructing or reconstructing kiosks, designing and preparing the site, and fabricating or redesigning interpretive and informational panels. Districts will determine the needs for each District with the help of the sign/kiosk plan being developed (Action Plan – Action #1).

Chapter 3. Engineering

3.1 Implementation

The Supervisor's Office and Districts will work together to identify the locations for kiosks and the preparation of the sign plan. A Forest-wide sign plan and kiosk sign plan standards will be in place. Each District will be encouraged to apply for NM Department of Game and Fish and other grants for kiosks, signs, and site development. Each newly constructed kiosk must meet FS accessibility standards and ROS guidelines. The TMI Toolkit will include sign recommendations for each ROS setting. Each District is responsible for implementation of the sign plan on their District. Budget constraints may require multiple years for this to be completed.

3.1.1 Planning and design

3.1.1.1 Route signing

Roads and trails designated open to public motor vehicle use will be signed according to the Sign and Poster Guidelines for the Forest Service (EM 7100-15 Forest Service Engineering: Programs, Signs and Posters).

3.1.1.2 Portal signing

- Signing will be implemented in specified locations as designated in Sign Plan (Action Plan Item #1). There will be primary, secondary and tertiary signing. Primary signing will be at key entrance points into the Forest. Secondary signing will be at major trail/road intersections and other important identified areas. Tertiary signing will include regulatory and/or informational signs where necessary. Tertiary signing also includes the system of road number signs. Districts will be responsible for following the appropriate design and planning process for development and installation of signage. Districts will be responsible for seeking proper engineering and design assistance for these kiosks through the Forest Engineer.
- A team from the task force will develop a sign and kiosk plan which will include: Primary, Secondary and Tertiary points (Appendix A). These points will have their own sets of guidelines and messages.
- Primary Location: A 2-3 panel kiosk will be installed at these locations, or an existing kiosk will be used. These points are locations where there is more than one motorized trail. The kiosk will have an MVUM map, ethics messaging, and safety/regulatory messaging.
- Secondary Location: A single panel will be installed at these points. These points will have site specific information.
- Tertiary Location: A single Carsonite post or regulatory interpretive sign where needed. The signs will have a singular message or number.

- The toolkit will have a list of standard, consistent signs for primary, secondary, and tertiary signing needs. Examples of the forest-wide approved signage are found in the appendices. All sign lettering will be appropriate for the designed speed of each road.

3.1.1.3 Implementation Priorities

- The Districts will set priorities for signing. These priorities will be assessed based on resource impacts, target accomplishments, resource concerns (seasonal use), partnerships, projects, mix of complexity, and funding. Rangers will work together to assure a distribution of signs across the forest where the highest needs are met.

3.1.2.1.1. Closed Routes

The SF Travel Management Plan did not include the physical closing of routes. Any physical closing of routes will be accomplished through the NEPA process. Only the roads on the MVUM map are open for motorized travel.

3.1.2.1.2. Access Restricted Routes

Access restricted routes are routes that have travel restrictions. Access restricted routes are classified into five categories: seasonal closure, full-size vehicles only, motorized trails, motorized trail designated for vehicles 50 inches or less, and non-motorized trails. They will be restricted using the following methods:

Seasonal Closure

Seasonal closure routes are roads that are temporarily closed for wildlife. The gates will be signed as identified in the sign plan.

Decision	Prescription Options
Seasonal	Heavy Gate Light Gate No Action/Restricted Elsewhere Need to Change Decision

3.1.2.1.3. Highway Legal Vehicle Only Routes

Highway legal vehicles are defined by New Mexico state law as vehicles that may be driven in New Mexico on paved highways. This does not include ATVs or trail bikes not licensed for highway use. If a District decides to identify designated use for a route, the following applies:

Decision	Prescription Options
Highway Legal Only	Sign Need to Change Decision No Action

These routes will be signed as identified in the sign plan.

Motorized Trail (50 inches or less)

Motorized trails are open to designated for motor vehicles 50 inches or less in width are designed for ATVs and motorcycles. These trails may have barriers that restrict motor vehicles wider than 50 inches. Every motorized trail is not open to every vehicle type. For example, single track trails are open only to motorcycles, not ATVs

<u>Decision</u>	<u>Prescription Options</u>
Motorized Trail (50")	No Action/Restricted Elsewhere Restrictive Barrier-Boulder Restrictive Barrier-Metal Restrictive Barrier-Wood Need to Change Decision

These routes will be signed as identified in the sign plan.

3.1.1.4 Mapping Errors and Need to Change

Although there was a thorough review of Travel Management Plan/data and previous decisions by both Forest Service personnel and the public for the last five years, there is a chance there may be errors with the decision map. Potential errors will become more obvious as district personnel visit the routes to perform duties and the forest users visit these areas.

3.1.1.4.1 What is considered a mapping error?

A mapping error is an error in the decision map/data that is contrary to a previous decision reference in the Travel Management Plan Final Environmental Impact Statement. These errors will be corrected according to the previous decision. Routes that are identified as —need to change decision, even if covered under a previous decision, still will require NEPA to change.

Chapter 4: Enforcement

4.1 Safety

Employee safety is the most important element to performing law enforcement activities. Employees must follow Forest Service Handbook policy and direction. Many aspects of this document pertain to safety, including the communication plan and training requirements. Never compromise employee safety when conducting public contact and/or educational activities.

4.2 Tools

4.2.1 Public Contacts

Travel Management Implementation will bring about a massive change in how the public uses the forest. During the first years of implementation, it is critical that forest employees demonstrate the Forest Service's commitment to the success of the Travel Management Plan by contacting the public at every opportunity and providing accurate information about the new travel regulations.

All forest employees have a responsibility to maintain the positive image of the Forest Service with forest users and our local communities. When contacting the public, employees should act as good hosts for national forest system lands, and should be knowledgeable on the Travel Management implementation. Avoid confrontation with users or community members. Employees reserve their rights and should use their judgment to remove themselves from situations that are unsafe. If problems arise during public contacts, employees should contact line officers, or Forest Law Enforcement.

All employees should strive to make contacts with the public during the normal course of their field duties. Even an employee conducting a field survey should take the time to speak to a member of the public if the opportunity is available. Violations do not have to be observed in order to make a contact. Most forest users have questions about the forest and are glad when someone representing the Forest Service stops to talk with them.

4.2.2 Patrols

4.2.2.1 Saturation Patrols

A saturation patrol is a procedure in which a number of law enforcement patrol units are dedicated to a limited geographic area for the purpose of creating law enforcement presence. Saturation patrols are concentrated enforcement efforts that focus on the distribution of education materials and enforcement of forest laws and regulations. In addition, saturation patrols provide additional safety to employees when making forest visitor contacts and issuing citations. Saturation patrols will be scheduled as necessary, and as funding permits, especially during holidays and hunting season.

During saturation patrols, employees should attempt to contact all forest visitors they encounter within the identified focus area. A variety of transportation methodologies (ATV, truck, foot, bicycle) should be used to cover all levels of travel routes/areas (all roads, trails, and dispersed camp sites). To ensure all routes/areas are covered efficiently in the focus areas, a pre-field briefing and coordination meeting should be conducted. In addition, an after action review should be conducted to improve future saturation patrol efforts.

Saturation patrol focus areas should be based on areas of need and identified problem areas. District rangers or line officers will work with LEOs/FPOs to identify focus areas for each District in which to direct saturation patrols. When scheduling saturation patrols, the district should consider busy weekends.

It is important to have all Forest personnel, including non-FPO certified employees from all disciplines, participate in saturation patrol efforts.

4.3 Consistency and Helpful Hints

4.3.1 Tolerances: Defining Enforcement decision space

Education is the primary methodology of ensuring compliance with forest rules and regulations. However, education efforts do not always ensure compliance and violations notices may be issued. The following are considerations when deciding if a violation notice should be issued to a forest visitor:

- Intent of the individual's action
- Assessment of individual's knowledge of forest laws and regulations
- Need for an incident report.

4.3.2 Information Needed to Prosecute

- Probable cause statement, documentation, photographs

4.3.3 Useful Equipment

- Maps, brochures, closure info, digital camera, binoculars, GPS, trail cameras and counters, GPS loaded with MVUM and additional layers, etc.

4.3.4 Violations and Authorities

36 CFR 261.13 is the Code of Federal Regulations (CFR) number to be used by employees when writing violation notices for laws/rules imposed under the TRAVEL MANAGEMENT PLAN. Note that a critical element in this regulation is that the designated routes must be identified on a motor vehicle use map:

Sec. 261.13 Motor vehicle use. Statutory maximum up to \$5000 and/or 6 months incarceration

After National Forest System roads, National Forest System trails, and areas on National Forest System lands have been designated pursuant to 36 CFR 212.51 on an administrative unit or a Ranger District of the National Forest System, and these designations have been identified on a motor vehicle use map, it is prohibited to possess or operate a motor vehicle on National Forest System lands in that administrative unit or Ranger District other than in accordance with those designations, provided that the following vehicles and uses are exempted from this prohibition:

- (a) Aircraft;
- (b) Watercraft;
- (c) Over-snow vehicles;
- (d) Limited administrative use by the Forest Service;
- (e) Use of any fire, military, emergency, or law enforcement vehicle for emergency purposes;
- (f) Authorized use of any combat or combat support vehicle for national defense purposes;
- (g) Law enforcement response to violations of law, including pursuit;
- (h) Motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations; and
- (i) Use of a road or trail that is authorized by a legally documented right-of-way held by a State, county or other local public road authority.

4.3.5 *Special Orders*

- Seasonal weather and emergency road closures may be necessary and are up to Forest Supervisor discretion. Appendix G contains a Special Closure Order Template for use in instances where this may be appropriate.

4.3.6 *Safety Communication Plan*

- Safety Communication plan includes use of cell phone coverage and details, radio use and radio training, coordination with Dispatch. See appendices.
- Employees shall document violations in incident reports (5300-1) so that LEO/FPO staff can locate and identify areas of concern.

4.3.7 *Training Needs*

All employees should know the decision and the implementation metrics of the Santa Fe National Travel Management Decision. More information is provided in the Education section (Chapter 2) and in the Action Plan (Appendix A). Resources will be made available in employee toolkits.

- Currently there are employees on the Santa Fe National Forest that are certified as Forest Protect Officers. These employees should be encouraged by their supervisors to maintain FPO certification and requested to actively use this certification in the field to help enforce Travel Management rules and regulations. Other employees interested in this certification should be encouraged to obtain it.
- Incident report training will be part of Travel Management Implementation; law enforcement will visit the SO and Districts to train on this (Appendix A).
- Law Enforcement "open house" meeting will be scheduled to raise awareness of the Travel Management decision (Appendix A).

- MOUs with other Law Enforcement Agencies and Cooperative Law Enforcement Agreements are in place for New Mexico state police, Jemez Springs Marshalls office, Sandoval county, Rio Arriba County. Cooperative agreements entail the payment for services. These cooperative officers should be briefed, in detail, about the new rules and encouraged to enforce them while on patrol in the Santa Fe National Forest.
- Memorandums of Understandings (MOUs) are in place with BLM, Park Service, and US Fish and Wildlife Service. New Mexico Game and Fish has the authority to cite for violations of state law. Memorandum of Understandings allow for cross-designation control.

Chapter 5: Evaluation

The forest will monitor motor vehicle activities to ensure that travel management actions are effective in meeting the intent of the Motorized Travel Plan. Monitoring the effectiveness of the A Santa Fe National Forest Travel Management Implementation effort is critical to the improvement of this plan.

5.1 Monitor Effectiveness of Change (to Resources)

A sample of designated and non-designated routes will be selected from each District for monitoring. These routes will be chosen by the District and will represent:

- 1) a sampling of routes that are known areas of concern
- 2) a sampling of neutral designated and non-designated routes

Baseline data for analyzing these route samples will be obtained from the FEIS project record. Monitoring of these routes will occur the first year and the fifth year after implementation. Results from effectiveness monitoring will be used to evaluate different route management methodologies, non-designated routes rehabilitation rates, and overall implementation effectiveness.

5.2 Violations/Incident Reports Recorded

Law Enforcement will produce annual reports and incident reporting summaries from the LEIMARS database to show incidents concerning Travel Management rules and regulations.

5.3 Education Products and Presentations

The number of Travel Management decision education products produced and presentations made will be documented annually. The number of products and presentations provides information about the potential numbers of individuals receiving Travel Management information. Where feasible, feedback from participants in educational situations will be screened to see what knowledge was gained from the education contact. See Education Section for more details.

5.4 Route Monitoring

Forest will monitor areas of identified concern for the first 3-5 years. These areas will be identified by the districts. Data gained through the e-mail made available to the public to report violations will be compiled. Based on these, and the law enforcement reports, the MVUM may be modified.

5.5 Accomplishments/Reporting

Santa Fe National Forest will annually report implementation accomplishments as part of the Forest Plan monitoring process.

Santa Fe National Forest Travel Management Implementation Task Force Members:

Anne Apodaca, Acting Forest Recreation/Wilderness/Trails Program Manager

Bruce Hill, Forest Public Affairs Officer

Lee Harrelson, Forest Engineer

Phyllis Martinez, Jemez Ranger District Recreation Technician

Lynn Bjorklund, Espanola Ranger District Recreation Staff

Dan Reed, Northern NM Forests LE&I Patrol Captain

Mark Sanburn, Pecos/Las Vegas District Law Enforcement Officer

Appendices

Appendix A: Action Plan

Appendix B: Sign Plan with Forest Sign and Kiosk Locations

Appendix C: Restrictive Barrier Drawings

Appendix D: Motor Vehicle Travel Information Brochure, FAQ Handout, and Fast Facts

Appendix E: Location and contents list of Toolkit for informational materials

Appendix F: Employee Safety

Appendix G: Seasonal Closure Order template